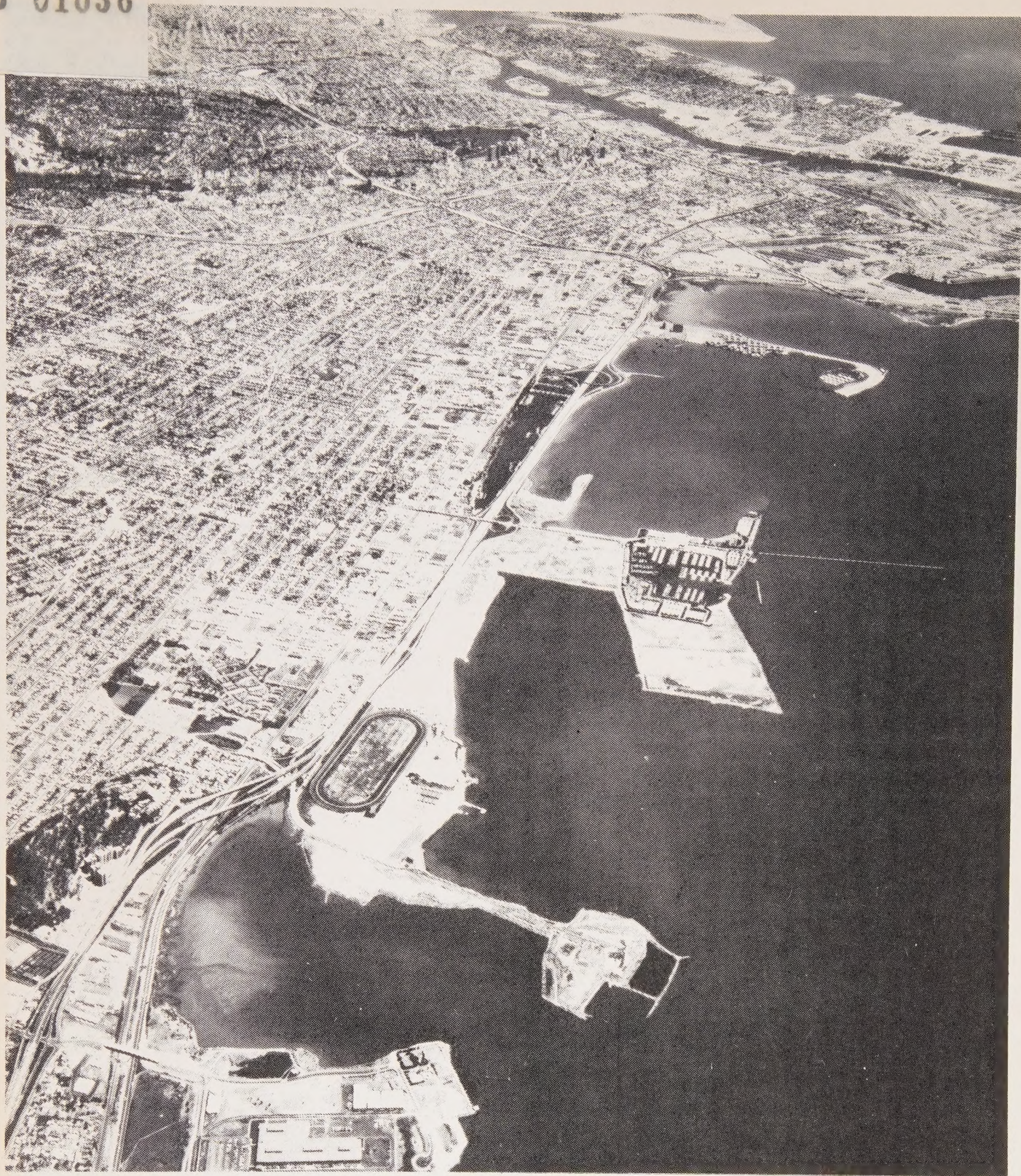


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# **EAST BAY SHORELINE** **feasibility study**

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State of California — The Resources Agency  
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EAST BAY SHORELINE

Feasibility Study

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December, 1982

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## SUMMARY OF FINDINGS AND RECOMMENDATIONS

### Findings

1. The proposed East Bay shoreline project has the potential to preserve a substantial portion of undeveloped shoreline for public use and enjoyment. Acquisition and development would provide a wide variety of both water and non-water-related recreational activities along a 9+-mile strip of San Francisco Bay shoreline.
2. San Francisco Bay is a resource of statewide significance, yet the public has limited access to its shores. In the proposed project area, existing informal access to undeveloped lands may be threatened by potential private development.
3. The proposed project is located in Alameda County between the Bay Bridge and the Contra Costa County line. It falls within the jurisdiction of the cities of Albany, Berkeley, Emeryville, and Oakland. The major landowner is Santa Fe Industries, Inc., while the four cities and various private entities own smaller parcels.
4. There is strong public sentiment in the East Bay Area that all of the approximately 940 acres of wetlands and undeveloped bay fill lands between the Bay Bridge and the Contra Costa County line should be in public ownership, and should be managed for open space and recreation purposes. This area includes about 160 acres of private land, 120 acres of existing public land, and 660 acres of privately owned wetlands.
5. Present land use includes various informal recreational activities. Neighboring land use is largely commercial and residential.
6. The marsh habitats in the proposed project area are ecologically valuable and host rare and endangered species of plants and animals. These fragile areas are not yet adequately protected from abuse.
7. The East Bay shoreline area has high scenic value, with unparalleled views of the San Francisco Bay. The proposed project would seek to protect the bay vistas from the surrounding urban areas as well as from adjacent freeway corridors.
8. The proposed project would help meet the need for many recreation facilities in this part of the Bay Area. Potential recreational activities include camping (there are now no camping facilities along the East Bay shoreline), fishing, picnicking, boating, beachcombing, clamming, hiking, bicycling, jogging, and nature study.
9. The proposed project is within the Oakland-Berkeley Economically Disadvantaged Area (EDA), and is within a one-hour drive from the Vallejo, Richmond, San Pablo, and San Francisco EDAs. These areas are intensively urbanized and have large minority populations which have been identified as target populations in this department's urban state park policy.



10. The proposed project has been endorsed by a broad spectrum of governmental and citizen organizations.
11. Neither the local cities nor the East Bay Regional Park District have sufficient funds to acquire, develop, and operate the lands in the proposed project.

#### Recommendations

1. A state recreation area should be established along the East Bay shoreline. The undeveloped bay fill lands between the Bay Bridge and the Contra Costa County line should be managed for open space and recreation purposes. All or a portion of these lands would be suitable for inclusion in this state recreation area.
2. Because state funds are not sufficient, acquisition and development should be phased as funds are available for the following principal sites (acreages are approximate):
  - The Brickyard (27 acres), the narrow strip of shoreline between the Brickyard and the Berkeley marina (3 acres), the Ashby Spit (3 acres), Strawberry Beach connecting the Brickyard and the Spit (7 acres), and the shoreline strip between the Spit and the Emeryville fill (4 acres). These areas, with 15,000 feet of bay frontage, would secure the most spectacular views and could be developed for a variety of passive and active recreation uses.
  - The Santa Fe "Meadows": This 71-acre bay fill site, at the northwest corner of the Interstate 80 frontage road and University Avenue, has 1,700 feet of bay frontage which could be developed privately or publicly for a variety of recreation uses, including water-oriented commercial recreation or a conference grounds.
  - Private Lands on the Albany Peninsula: These parcels (10 acres) have 2,500 feet of bay frontage, and could be used for parking and dispersed recreation activities.
  - Golden Gate Fields: Discussions with the Pacific Racing Association could lead to non-racing-season use of the overflow parking area north of the racetrack as an en route campground for self-contained recreational vehicles. Provisions could also be made to rehabilitate Fleming Point pier for public use year-round. In addition, a trail easement could be acquired to allow public access to the shoreline bordering Golden Gate Fields.
  - The Emeryville Fill Southern Shoreline: This narrow shoreline strip could be developed with a trail for pedestrians and bicyclists.
  - The Berkeley Landfill: If the City of Berkeley is willing to transfer to the state its 90-acre landfill with 8,000 feet of shoreline, the department could develop a 50-100 unit campground and provide facilities for dispersed recreation use.



- The Albany Landfill: If the City of Albany is willing to transfer to the state its undeveloped fill lands (30 acres) with 5,500 feet of shoreline, this area would ultimately be used for a marina and park and recreation facility.

(An alternative to phased acquisition would be to allow a nonprofit private enterprise to secure an option on all or a major portion of undeveloped Santa Fe lands.)

3. The Emeryville Crescent (500 acres) and the Albany Mudflats (160 acres) are important wildlife areas which ultimately could be acquired and managed by the U.S. Fish and Wildlife Service or the California Department of Fish and Game as part of the San Francisco Bay Wildlife Refuge System. Public access to these wetlands should be controlled because of their fragile character.
4. A shoreline trail corridor should be established, linking the Albany peninsula with the Emeryville fill, to provide maximum public access to the shore.
5. Studies should be undertaken by the State Department of Boating and Waterways and U.S. Army Corps of Engineers beach erosion control experts to determine the feasibility of beach restoration at certain points along the shore.
6. If the recommended project becomes a reality, the feasibility of providing links or extending the project boundaries north to Point Richmond should be studied.



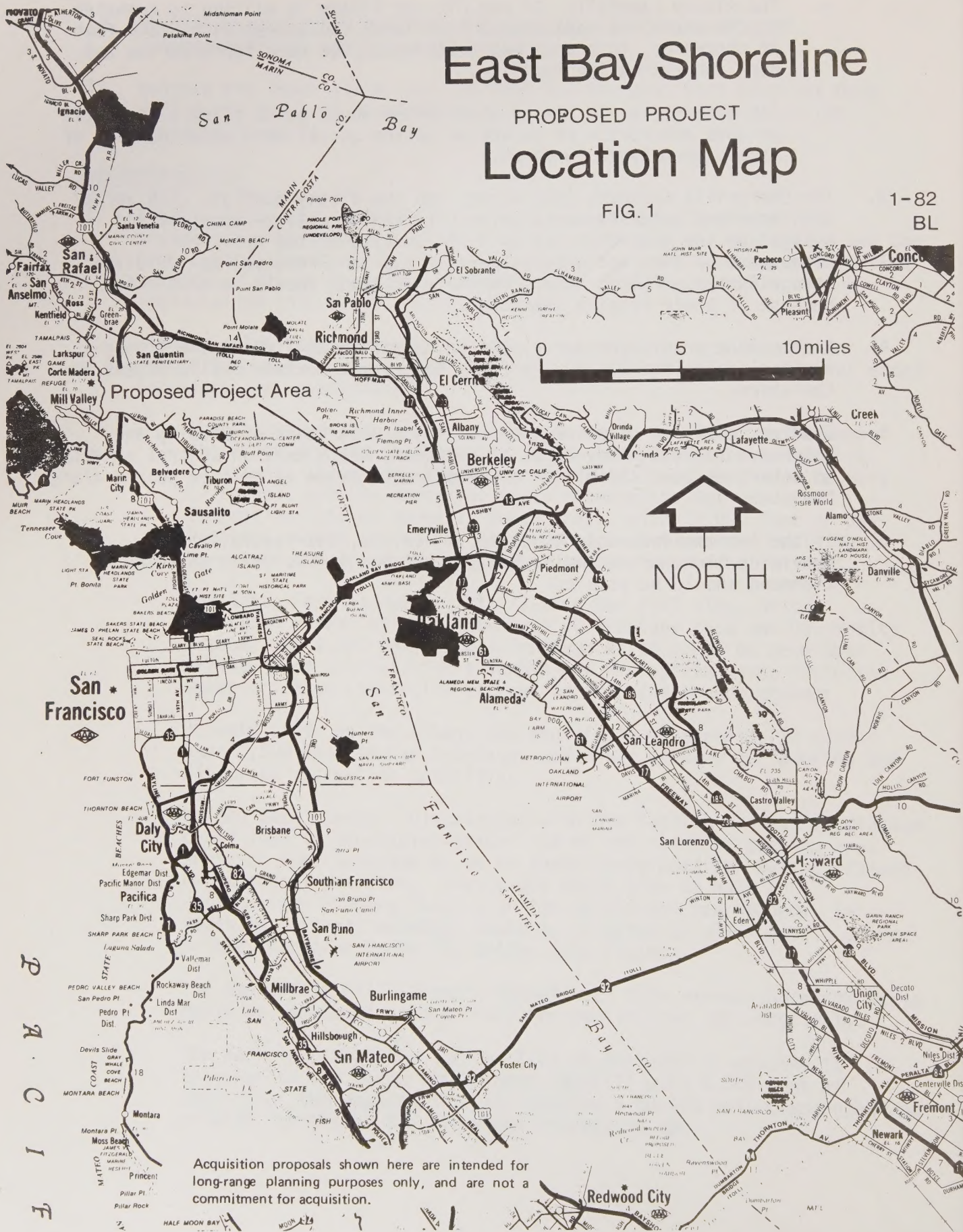
# East Bay Shoreline

## PROPOSED PROJECT

### Location Map

FIG. 1

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BL



Acquisition proposals shown here are intended for long-range planning purposes only, and are not a commitment for acquisition.



## I. DESCRIPTION OF PROPOSED PROJECT AREA

### Location and Access

The proposed East Bay shoreline project is located in Alameda County, and falls within the jurisdiction of the cities of Albany, Berkeley, Emeryville, and Oakland (see Figure 1 and Appendix A). It is in the Low Coastal Mountain Landscape Province, one of nine classifications used by the State Department of Parks and Recreation to describe the state's geographical features and areas.

Looking toward the bay, one can see the Golden Gate Bridge, Alcatraz and Angel Islands, Mount Tamalpais, and the high-rise buildings of downtown San Francisco. To the east lies the broad sweep of the Oakland-Berkeley Hills and the University of California campus.

The proposed project falls within the Oakland-Berkeley Economically Disadvantaged Area (EDA), and is within a one-hour drive from the Vallejo, Richmond, San Pablo, and San Francisco EDAs. These areas are intensively urbanized and have large minority populations which have been identified as target populations in this department's urban state parks policy.

Public transportation to the proposed project site consists of two AC (Alameda-Contra Costa) transit bus lines, 51M and 57M. Line 51 originates in Alameda, and serves various BART (Bay Area Rapid Transit) stations along the way. It stops at the Berkeley Marina and the foot of University Avenue. Line 57 stops at the foot of the Emeryville Crescent. Both bus lines currently run every 30 minutes.

Automobile travelers can reach the project area from Interstate 80 (6 lanes) at several points via freeway offramps onto access streets. These streets, at right angles to I-80, are Powell Street in Emeryville; Ashby Avenue, University Avenue, and Gilman Street in Berkeley; and Pierce Street and Central Avenue in Albany.

Pedestrian access from the adjacent urban area to the shoreline is limited to Gilman Street and University Avenue in Berkeley, and Powell Street in Emeryville. All these routes, however, are considered dangerous and would need improvements to ensure safe public access.

Access for the disabled and the elderly is limited to the Berkeley Marina and the public use area at the tip of the Emeryville fill.

The frontage road (three lanes) is sandwiched between I-80 and the shoreline, and also connects with these access roads.

### Physical Characteristics

#### Geology

##### o Landforms and Soils

Much of the project area is sanitary landfill overlying Quaternary alluvium. Elevation of the area ranges from 0 feet at the shore to more than 100 feet at Golden Gate Fields.

The study area generally lies on a sedimentary plain situated between San Francisco Bay and the foothills of the California coastal mountains. Rocks of the Franciscan group generally make up the bedrock underlying the alluvium, bay mud, and waters of the bay west of the shoreline. Geologically recent mud overlies the deposits of Merrit sand and the Temescal Formation along the shore. Where these formations have been eroded, however, the mud rests directly on the Alameda Formation. This mud forms extensive tidal flats along the edge of the shore. A small amount of alluvium is deposited by streams flowing from the Berkeley Hills (see Figure 2).

West of the Ashby Spit in the Berkeley Bay lies a significant shoal visible at low tide. It is composed primarily of medium and fine-grained sand.

#### o Seismic Activity

There are several sizable faults in the region. The Hayward and Calaveras faults lie about 3 and 11 miles east of the project area, respectively, and the San Andreas Fault is about 16 miles to the west. These faults display a similar direction of movement known as "right-lateral shift," resulting in northerly movement of the rock mass on the southwest side of each fault in respect to the mass on the northeast side.

A strong earthquake along any of the active faults could induce secondary effects such as liquefaction or subsidence in the fill areas. Additionally, there is a 25 percent chance that the project area would be subjected to tsunami (seismic sea wave) inundation every 200 years. The maximum build-up (height of wave) of a tsunami is estimated by the U.S. Army Corps of Engineers at 6.3 feet once every 100 years, and 11.4 feet once every 500 years.

#### o Natural Subsidence in Existing Landfills

All but two of the landfills in the project area have been closed. The varying dates of closure, as well as the differences in fill composition, affect the rate and nature of subsidence expected. This subsidence, the result of decomposition, is uneven and occurs mainly in the first 10 years after fill closure. Settlements of 10 or more feet are not unusual, depending on the manner in which the fill was engineered.

### Hydrology

#### o Water Features

There are three major creeks in the proposed project area. Temescal Creek empties into the east end of the Emeryville Crescent; Strawberry Creek flows to the base of University Avenue and empties into the bay at the Brickyard cove; and Cordonices Creek enters the bay near Golden Gate Fields.





Portions of the project area are manmade peninsulas, protected on their sides from the tidal action of the bay by manmade dikes. These peninsulas and dikes have created crescents and basins. These affect the currents which, in turn, are a factor in determining shoreline use (see Figure 3).

The depth of the water along the shoreline is relatively shallow, and ranges from 0 feet at the shore to about 4 to 6 feet a few hundred feet out.

#### o Water Quality

Water quality on the East Bay shoreline has been degraded for years due to the dumping of untreated municipal wastes and storm runoff. Although this condition has improved in the last several years because industrial and domestic wastes are now collected and transported to a treatment facility, untreated storm runoff and Golden Gate Fields wastes continue to enter the bay at various points in the project area and contribute to water quality problems along the shoreline.

Bacterial contamination of shellfish, for example, has adversely affected harvesting as a recreational activity. The source of this contamination appears to be the creeks and storm drains. The safest areas for shell-fishing, therefore, are along those portions of the Albany, Berkeley, and Emeryville peninsulas that are removed from these pollution sources and from marina and boating areas where vessel wastes are a hazard.

Pollution from the landfills also presents a potential water quality problem. The groundwater on the existing landfill sites is largely restricted to pockets of highly polluted liquid trapped in the fill. Toxins may become concentrated in the groundwater, and eventually leach into and contaminate the bay waters. The extent of this contamination depends on a number of factors such as fill material and engineering, rainfall intensity and amount, and pollutant dispersal. Proper closure of fill sites, however, should prevent most bay contamination. Leachate samples taken at the Berkeley dump area and the Albany landfill site indicate that neither site, at least as yet, poses a major threat to water quality.

Water quality tests at other sites in the project area generally permit safe body contact sports. However, if water contact recreation was increased here, a monitoring program could minimize potential health problems.

#### o Flood Potential

The project area is subject to inundation by a 100-year flood.

#### Climate

The climate along the East Bay shoreline is classified as Summer Mediterranean Dry, which is characterized by warm, dry summers, mild, wet winters, and frequent fog. The mean maximum July temperature is 71° F, and the mean minimum January temperature is 44° F. The temperature rarely exceeds 90° F in a normal year, and almost never falls below freezing.



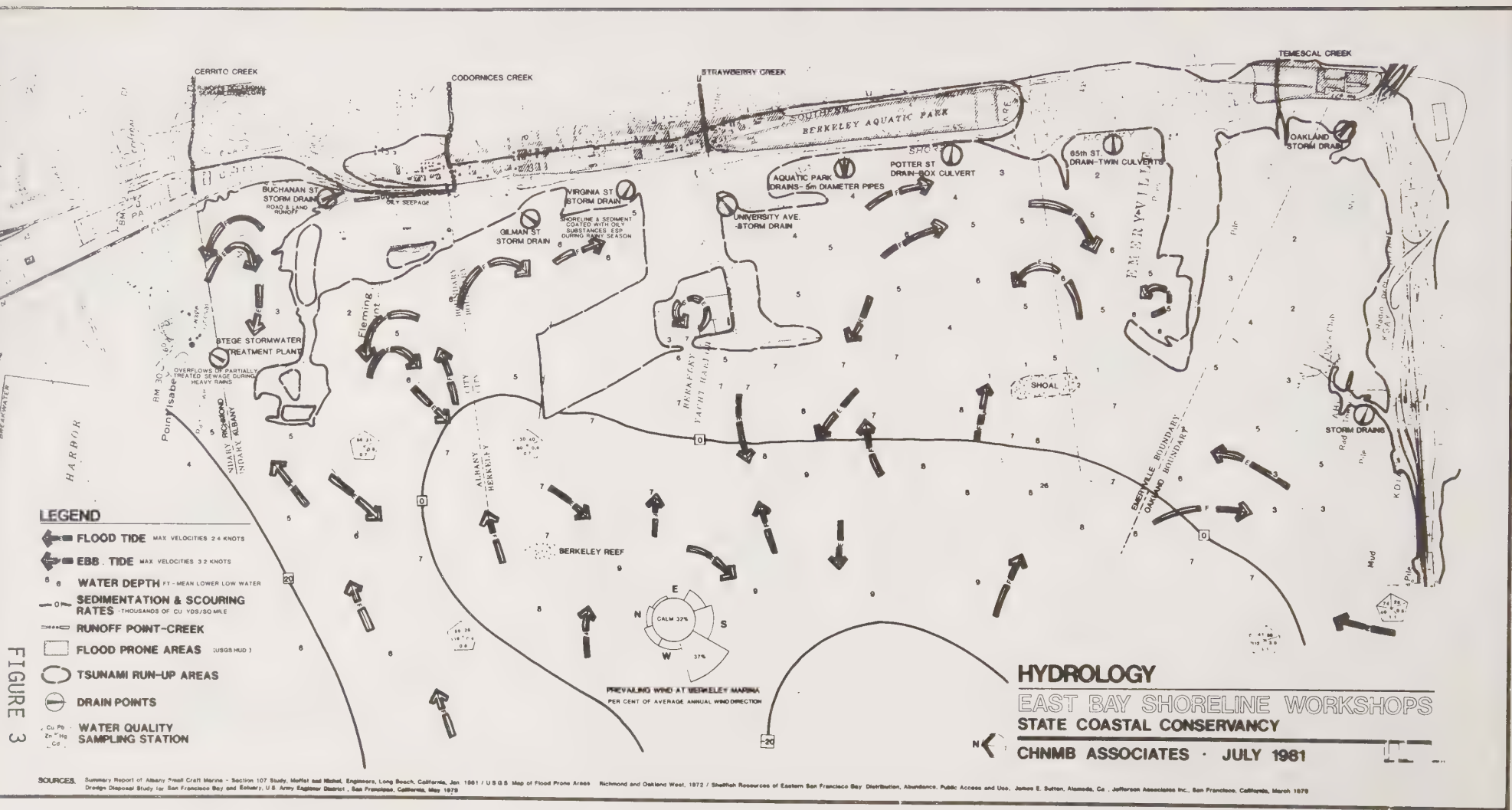


FIGURE 3

The average annual rainfall in the area is 23 inches, most of which falls from November to March.

A significant climatic factor along the East Bay shoreline is wind. Because it is situated directly east of the entrance to San Francisco Bay, the area is subject to brisk marine breezes much of the time. Wind speed at the Berkeley Marina averages 7 miles per hour, generally from the south, southwest, and west.

#### o Water Temperature

Water temperatures along the northern California coast are chilly throughout the year. During the summer months, ocean currents move warmer surface waters offshore, and cold water wells up from great depths. Water temperatures in the bay are generally between 50-60° F. Shallower, more protected waters are warmed by the summer sun to perhaps the mid-60s.

### Biotic Communities

#### o Flora

The landfills of the proposed project area are sparsely inhabited by a few hardy species of weeds, grasses, sedges, and shrubs. These were introduced within topsoil, as windblown seeds, and by birds visiting the site.

The most important plant communities found at the project site are those related to salt marshes. Although these marshes are essential to the bay ecosystem (they oxygenate the water and provide the base of the food chain), almost 80 percent of East Bay marshes have been eliminated by man in the last 30 years.

Two marsh sites in the project area, the southern edge of the Emeryville Crescent and the tip of the Brickyard Cove, were once known to contain the rare plant species Cordylanthus maritimus ssp. palustris (Pt. Reyes bird's beak). (See Figure 4.) Although these known occurrences have been extirpated, this plant may still exist in the area.

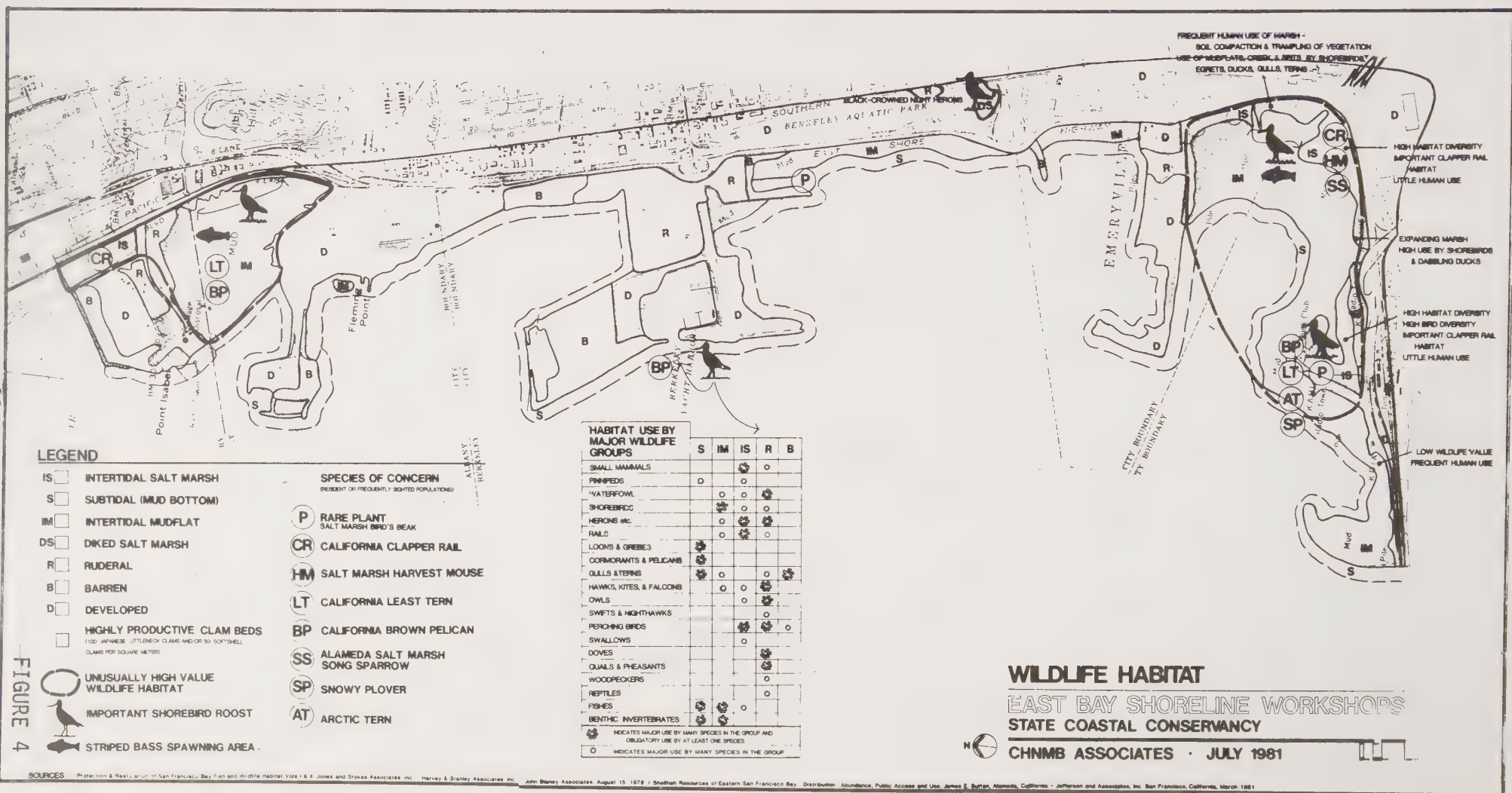
#### o Fauna

Although the original saltwater marshes, tidal mud flats, and sandy beaches have been severely modified by man's activities, some of the more tolerant indigenous species of wildlife have survived, and are present today.

#### Mammals

Several species of terrestrial mammals are known to inhabit the shoreline area. These include rats (Rattus norvegicus), house mice (Mus musculus), pocket gophers (Thomomys bottae), California moles (Microtus californicus), black-tailed jack rabbits (Lepus californicus), and feral house cats (Felis domesticus), as well as several species of bats. Other mammals which may inhabit the area





are roof rats (Rattus rattus alexandrinus), western harvest mice (Reithrodontomys megalotus), ornate shrews (Sorex ornatus), and other mouse species.

The endangered salt marsh harvest mouse (Reithrodontomys raviventris) is known to inhabit the Emeryville Crescent area. This animal is the only land mammal known to subsist on salt water. Destruction of marsh areas, along with competition from introduced species of rats and mice, are responsible for this species' endangered status.

### Birds

The East Bay shoreline is an important area for great numbers of resident and migratory birds in the Bay Area. Its rich shoreline and marsh habitats provide critical shelter and food for these avian populations. More than 120 species of birds have been observed here, including species that visit the area seasonally as they travel along the Pacific Flyway (see Appendix B).

Three endangered species are known to use the area:

- o The California clapper rail (Rallus longirostris obsoletus) has been sighted, and is likely to reside in the areas where marsh grass is predominant. This hen-sized, long-billed, brown bird was nearly extinct in 1913, when it received total protection under the Migratory Bird Treaty Act. Although its numbers recovered rapidly, the present-day loss of habitat is increasing the species' vulnerability.
- o The endangered California brown pelican (Pelecanus occidentalis) is a common sight from summer through late fall.
- o The least tern (Sterna albifrons), also an endangered species, visits the crescent during its summer breeding season.

Birds on the "species of concern" list for California which are found in this area are the snowy plover (Charadrius alexandrinus), double-crested cormorant (Phalacrocorax auritus), white pelican (Pelecanus erythrorhynchos), and long-billed curlew (Numenius americanus).

Finally, this shoreline stretch is the only location on the North American Pacific coast where the arctic tern (Sterna paradisaea) is found on land.

### Amphibians

The Pacific tree frog (Hyla regilla) has been sighted near the study area. There are, however, no reported sightings in the study area.



## Aquatic Fauna

Several species of fish are found in the waters of the bay. Shiner perch (Cymatogaster aggregata) and starry flounder (Platichthys stellatus) are the most common, although striped bass (Marone saxatilis), top smelt (Atherinops affinis), and anchovy (Engraulis mordax) also occur in substantial numbers.

The tidal mudflats are rich in invertebrate life, such as species of polychaete worms, nematodes, and bent-nosed clams. Soft-shelled (Mya), bent-nosed, and Japanese little-neck (Tapes) clams inhabit the intertidal zones of the bay. Eastern and Pacific oysters, as well as ribbed horse-mussels and bay mussels, are abundant. Young market crab are also present in the sandier areas (see Figure 4).

## History

The first recorded history of the East Bay shoreline was written on Friday, March 27, 1772, when a small Spanish expedition led by Captain Don Pedro Fages came through the area looking for a land route to Point Reyes. Father Juan Crespi, chaplain and diarist of the expedition, spoke in his writings of the natural richness of the area, mentioning the whales in the bay, bears, deer, and abundant waterfowl.

The first inhabitants were the Costanoan Indians, who lived in villages along the shoreline for more than 4,000 years. The bay waters and the rich marsh areas provided them with the means for existence.

The next inhabitants of the area were colonists of the Spanish Empire, who introduced agriculture and domesticated animals. In 1820, Luis Maria Peralta petitioned for and received a land grant of more than 48,000 acres, which today includes lands in all the cities in the project area. Mexican citizens settled in the area from 1822-1846.

Soon after California became part of the United States in 1846, the Gold Rush brought in thousands of immigrants, and the Peralta family could no longer hold on to this large land grant. The American Period after the 1850s brought many changes to the area and the East Bay shoreline.

Before the landfill activities of the 1900s, in which the shape of the shoreline changed significantly, Captain Jacob's Delaware Street Pier (Jacob's Landing), built in 1853, and the municipal wharf, built in 1875, were the focus for the bustling town of Oceanview. When the Southern Pacific Railroad came through this town in 1878, hotels were built at the foot of University Avenue on either side of the tracks within a block of the beach.

In 1926, the City of Berkeley leased filled lands to the Golden Gate Ferry Company for construction of a pier. Berkeley was hoping to share in the commercial and industrial development of the San Francisco Bay Area. One year later, the pier extended three miles out into the bay. Three ferries transported automobiles and passengers to other bay ports. Industrial goods and supplies were moved by flatbed cars on a track that ran the length of the pier.

In 1938, completion of the Bay Bridge and the Eastshore Freeway marked the end of the ferry service, and the pier became the property of the City of Berkeley. That year, Berkeley opened the pier to public fishing, charging 25¢ for autos and 10¢ for adult pedestrians. \$35,000 was collected in the first year of operation.

The Emeryville landfill was developed extensively during the 1960s. This development includes the Watergate Apartment complexes, the Shaklee (now Komatsu) and Holiday Inn high-rises, and several restaurants.

This period also saw the beginning of the well-known Emeryville mudflat sculpture garden. Students from the nearby California College of Arts and Crafts who were studying the work of Kurt Schwitters, a German artist, initiated the activity. Schwitters was known for his sculptures, which he created from odds and ends of commerce. The students used driftwood and other articles washed ashore for their art work. Thus established, the tradition has survived up to today, expressing political and social ideas as well as artistic intent.

The Emeryville Crescent was once a chemical dumping ground for the Myers Drum and Sherwin-Williams Paint companies. Today, the Emeryville Crescent, with its saltwater marsh, is a de facto wildlife sanctuary for a variety of birds. Some of these birds are endangered species. (See Appendix B for bird list.)

In 1941, Golden Gate Fields racetrack was opened to the public. Five years later, in the City of Albany, the extension of Albany Hill beyond the freeway was leveled and used as fill for the racetrack's parking lots.

## Present and Potential Use

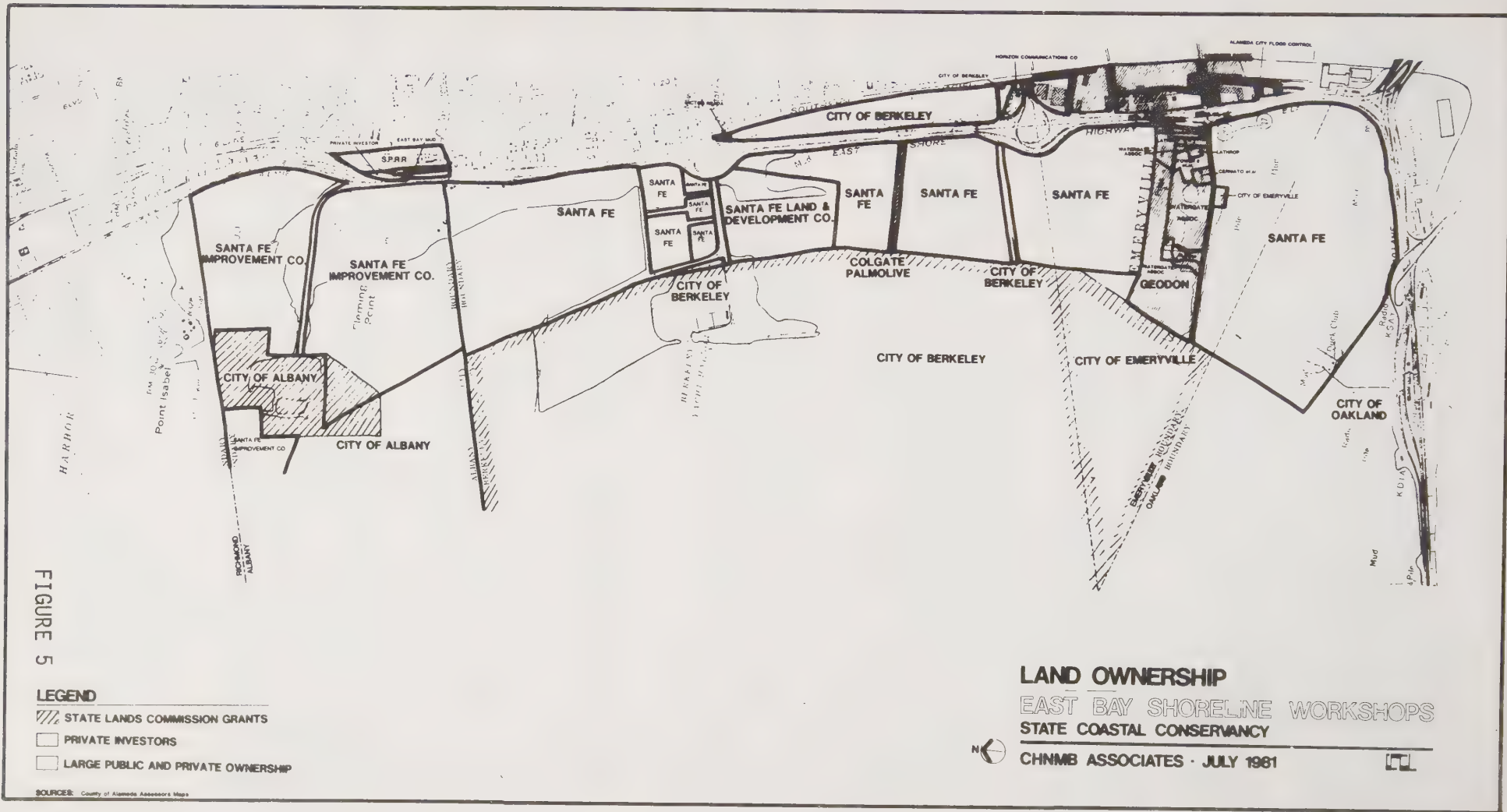
### Ownership

The four cities within whose jurisdiction the proposed project lies, as well as private owners, own the lands along the East Bay shoreline. The largest single landholder is Santa Fe Industries, Inc., which owns both dry and wet (submerged) lands along the shoreline (see Figure 5).

However, because the area borders tidelands, the history of the public trust should be noted. Soon after California was admitted to the Union as a state in 1850, the legislature began to sell large tracts of tideland to private parties. Public outcry ensued. In 1868, the legislature created the Board of Tide Land Commissioners, directing it to take possession of submerged and tidal lands in the City of San Francisco, to establish a waterfront line for the city, and to sell lots within that boundary, reserving parcels for certain purposes. Two years later, the territorial jurisdiction of this board was extended.

Widespread abuses in the sale of tidelands led to an 1879 law prohibiting the sale of these lands to private parties within 2 miles of an incorporated city. The law also stated that no person may obstruct the unhindered navigation of tidelands on navigable waters or the right of way to these waters, when they are required for a public purpose. This, in essence, placed tideland areas in what is known as the "public trust."





Exactly what the scope of the public trust is has been the subject of several court cases over the years. A 1971 case determined that the trust encompassed not only navigation, commerce, and fishing, but also "the right to hunt, bathe or swim, and the right to preserve the tidelands in their natural state as ecological units for scientific study." (Marks v. Whitney, 1971, in Berkeley v. Superior Court of Alameda County.)

In 1980, nearly 100 years after establishment of the public trust, the California Supreme Court decided that filled lands were exempt from trust restrictions to the extent that they are free from tidal action. They are, however, still subject to public access.

#### Present Land Use Patterns (amount and location by type)

Present land use along the East Bay shoreline includes various recreational activities, commercial, industrial, and residential developments, and wildlife habitats (see Figure 6).

- o Emeryville Crescent (Oakland-Emeryville): The Emeryville Crescent (500 acres) includes marshland, mudflats, and shallow bay, and is fed by a freshwater stream (Temescal Creek). A portion immediately adjacent to the freeway is used by driftwood sculptors. The crescent is an unusually high-value wildlife habitat for several rare and endangered species of mammals and birds, as well as an important shorebird roost and striped bass spawning area.
- o Emeryville Landfill (Emeryville): The Emeryville landfill is extensively developed with the Watergate Apartment complexes, a Holiday Inn, Komatsu Tower, several restaurants, City of Emeryville office buildings, a 450-berth marina, and parks. Although remaining undeveloped open space is minimal, the southern shoreline is needed to provide public access to the bay.
- o The Ashby Spit (Emeryville): The Ashby Spit (3.5+ acres) is an open, narrow land strip, with highly productive clam beds all around its peninsula. It is used primarily by fishermen, clamdiggers, hikers, and joggers.
- o Berkeley Aquatic Park: The City of Berkeley owns and operates Aquatic Park, a popular 100+ acre facility adjacent to and east of Interstate 80. Tidal waters enter through controlled gates in pipes under the freeway. Day-use activities include picnicking, boating, and waterskiing.
- o The Brickyard/Strawberry Beach (Berkeley): The very narrow strip of shoreline along the frontage road, Strawberry Beach, is used mainly by fishermen and joggers. The larger portion (27+ acres) of Santa Fe land just south of University Avenue is used as a brickyard (brick storage and cleaning) by a short-term lessee of Santa Fe. A small vegetable/fruit stand at the southwest corner of University Avenue and the frontage road is operated seasonally by another Santa Fe lessee.



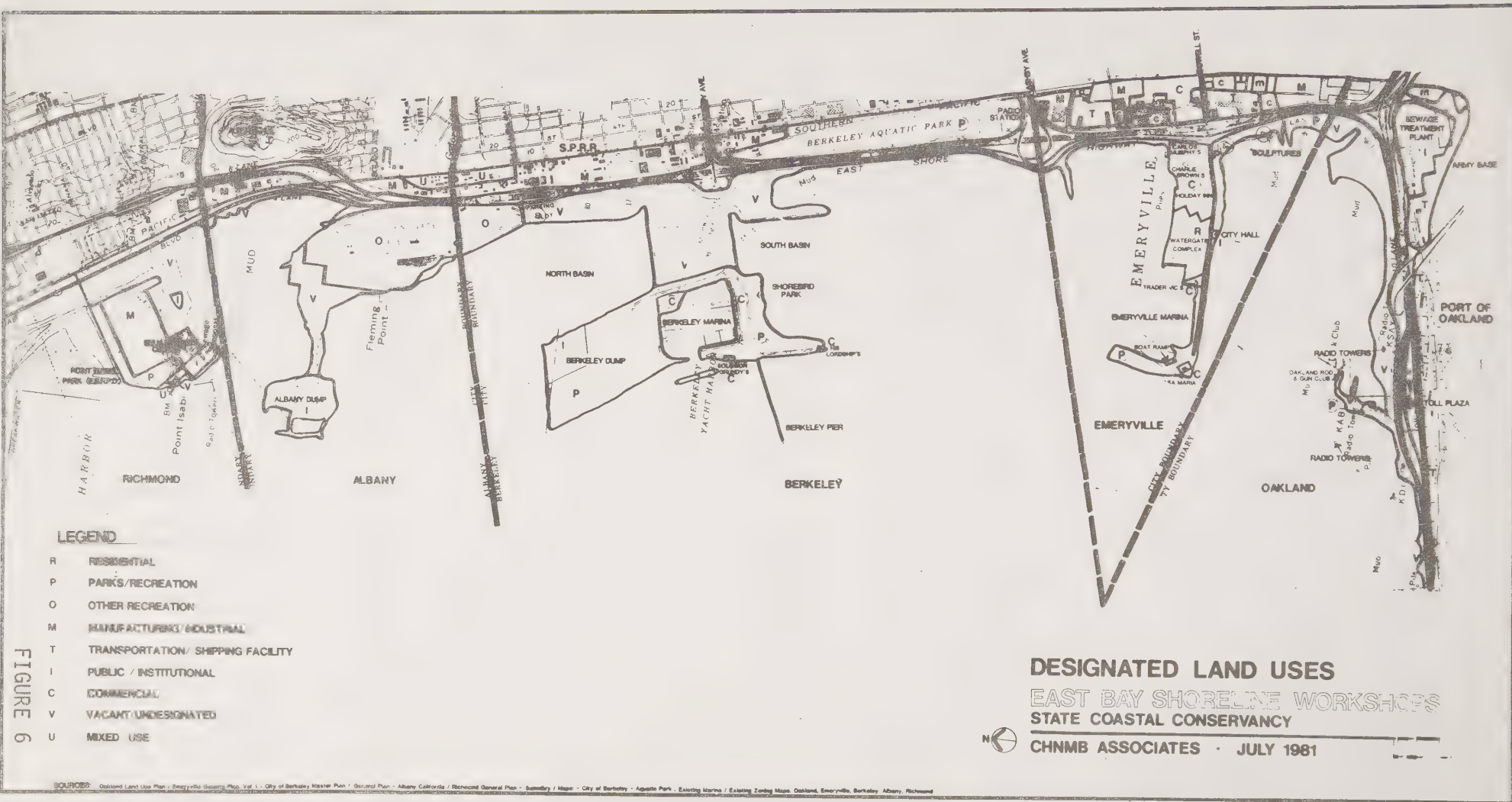


FIGURE 6

- o Berkeley Municipal Marina (Berkeley): Development includes the historic pier, three restaurant buildings, the Marriott Convention-Hotel building, a marina with 1,000 berths, a boat ramp, a boat repair facility, a harbor master building, the Cal Sailing Club facility, a City of Berkeley office building, and a playground. The facility is extremely popular with many recreationists, including fishermen, windsurfers, sailboaters, bicyclists, clammers, hikers, joggers, and picnickers.
- o The Berkeley Landfill (North Waterfront Park): This fill (90+ acres) is being developed in phases by the City of Berkeley for park and recreation purposes. Phase I, a 10-acre open space park, has been completed and is currently open to the public. Phase II development (an additional 10 acres) is scheduled to begin within the next year. Additional phases will be scheduled as funding permits. About 45 acres of the site is currently being filled, with operations estimated to be completed in about a year.
- o The Santa Fe "Meadow" (Berkeley): The "Meadow" (71+ acres), owned by Santa Fe, is an undeveloped landfill located between the I-80 frontage road and the Berkeley Marina, and between the bay and University Avenue. Trespassers use the open space for various recreation activities, including picnicking, kite flying, motor-biking, and dog walking. The soil on this much older fill supports luxuriant grass and other vegetation.
- o The North "Meadow" (Berkeley): This 37+-acre area, just north of the "Meadow," is also owned by Santa Fe and is used as a parking area for Golden Gate Fields during the racing season.
- o Golden Gate Fields (Albany): Most of the Albany shoreline is leased by the Pacific Racing Association from Santa Fe to operate Golden Gate Fields. The racing season runs from February to June.

In 1981, Golden Gate Fields yielded almost one-half million dollars in business taxes to the City of Albany, a main revenue source for the city budget. There is a possibility that the racing season will be extended if the Bay Meadows track in San Mateo County is closed.

The Pacific Racing Association's lease is up for renewal in December 1997. At that time, Santa Fe might take the opportunity to construct a regional shopping center and/or other commercial developments.

- o The Santa Fe Landfill (Albany): The northern portion of the Santa Fe landfill (24+ acres) is occasionally used for Golden Gate Fields overflow parking. The other 12-acre portion of this land is being filled by a private operator.
- o The Albany Landfill (Albany): This fill (30+ acres), on a state tideland grant to the City of Albany, has been inactive since 1975 when the City of Albany terminated a lease with a private operator. This lease required the operator to seal (close) the fill when finished. Closing standards have subsequently become more stringent. This operator has since sued the city for breach of contract. A final settlement has not yet been reached.

This property has an access right of way across the Santa Fe landfill.



- o The Albany Mudflats (Albany): This area (160+ acres) is a major habitat for a variety of shorebirds and waterfowl, including several rare and endangered species.

#### Relationship to Local and Regional General Plans and Zoning

Acquisition of land along the East Bay shoreline would be consistent with the general plans of Albany and Berkeley. Albany plans to develop its landfill site for recreational purposes, with a 492-berth marina at the southwestern tip. Berkeley plans to develop its landfill site as a recreational park.

(See Figure 7 for zoning.)

#### Present Recreation Use

The site provides a setting for numerous passive and active recreational activities, which can be water or non-water oriented, organized or nonorganized.

Many people engage in some form of recreation in the proposed project area, even in its unimproved state. Simple improvements and some additional facilities would provide the potential for many more people to enjoy its features.

Because most of the land is in private ownership, access to the East Bay shoreline is limited. "Keep Off" signs are constant reminders of the threat of development which could be incompatible with public use.

(See Appendix A - Land Use and Facilities Study.)

#### Residents

##### o Population

As shown in Appendix C, the area surrounding the East Bay shoreline is heavily populated with people of various ethnic backgrounds. The population is concentrated east of Interstate 80. However, the City of Emeryville has more than one-third of its residents living at the Watergate condominiums on its landfill.

The student population at the University of California, Berkeley fluctuates throughout the year. During the school year, there is an average of 27,000 to 28,000 students. In addition, there are several community colleges and private institutions in the area.

##### o Dwellings

Extensive residential areas exist east of Interstate 80 to accommodate the large population. Residences along the shoreline, however, are limited to the Emeryville landfill and the Berkeley Marina.



# LEGEND

- P PUBLIC FACILITY
- M MANUFACTURING/INDUSTRIAL
- R RESIDENTIAL
- D PLANNED UNIT DEVELOPMENT
- W WATERFRONT
- U UNCLASSIFIED

FIGURE 7

## ZONING

EAST BAY SHORELINE WORKSHOPS  
STATE COASTAL CONSERVANCY



CHNMB ASSOCIATES • JULY 1981

SOURCE: Existing Zoning Maps - Oakland, Emeryville, Berkeley, Albany, Richmond



There are 1,250 condominium units in the five Watergate complexes at Emeryville. In October 1981, there was a groundbreaking ceremony for 600 residential condominium units in a single 30-story Watergate complex. This 30-story building is estimated to be completed in 18 months to two years. The existing Holiday Inn Tower has more than 200 rental rooms.

There are only a few houseboats with residents at the Berkeley Marina.

#### Neighboring Land Use

Land use bordering the freeway on the east is characterized by heavy urbanization, primarily industrial.

#### Potential and Probable Future Land Uses

The entire East Bay shoreline will face increased pressure for commercial and industrial development. For example, zoning changes might occur in Albany for Golden Gate Fields when its lease runs out in 1997, which may encourage private development. Private ownership of shoreline property may result in development that would preclude or reduce public access.

The Santa Fe Land Company has hired a land economics consultant and an engineering consultant to study the feasibility of developing the "Meadow" and its other holdings on the East Bay shoreline.

#### Utilities and Public Services

All utilities and services are readily available on the East Bay shoreline, with the Pacific Gas and Electric Company supplying electricity and gas, the Pacific Telephone Company providing telephone service, and the East Bay Municipal Utility District providing water from San Pablo Dam and treating sewage for the project area.

## II. PROJECT EVALUATION

### Objectives

According to the state park urban policy outlined in Mission 1990 - State Park System Planning for the 80s, the department has the responsibility of providing state recreation units in metropolitan centers that meet the following criteria:

- o "The acquisition involves an area of open space sufficiently large that, when developed, it will attract users from throughout the metropolitan area, or the center embraces a natural landscape (which may consist of a viewshed) of statewide significance, or the center is an ocean beach, or provides access to a major body of water.
- o The facility is served by dependable local transportation, or (as a condition to the state's proceeding with the project) the local transportation operator agrees to provide dependable service to the facility. This is of particular importance when the principal people to be served are residents of an economically disadvantaged area.
- o The facility's cost is clearly beyond the financial means of the local jurisdiction (or a combination of affected jurisdictions), including all available state and federal grants, or the facility is part (or an expansion) of an existing state-owned facility."

The proposed project satisfies all of the above objectives. In addition, it relates closely to the "parks of the future" program, which states that misused and abused land such as is found on the East Bay shoreline should be reclaimed as parkland for future generations.

### Recreation Values

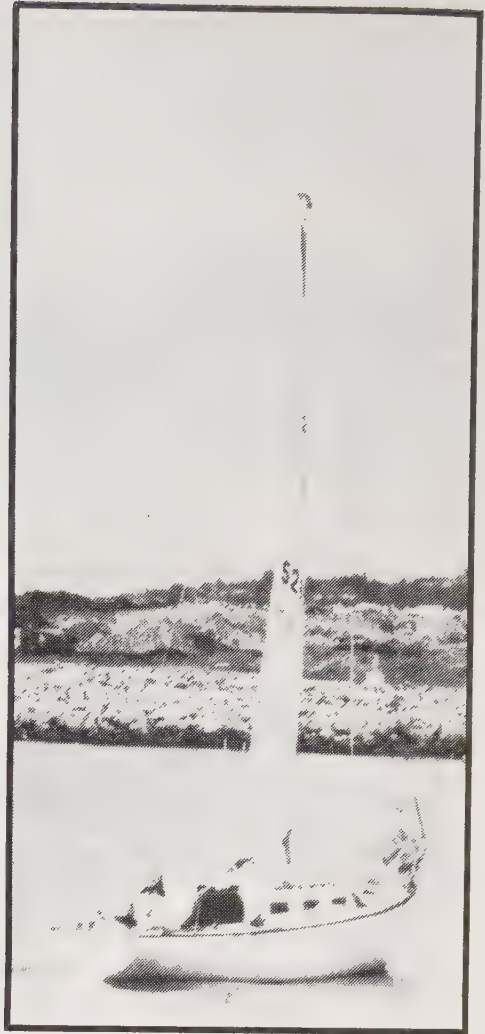
San Francisco Bay is one of California's greatest recreation assets. Since the 19th century, however, it has been used primarily for industry and commerce, and little of its shoreline has been devoted to providing recreation opportunities for the region's rapidly growing population.

More than a half million people live adjacent to the East Bay shoreline. The proposed project's proximity to many Bay Area cities (San Francisco, Albany, Oakland, Berkeley, Richmond, Emeryville, and El Cerrito), including the Economically Disadvantaged Areas (EDAs) identified by this department's urban parks policy, makes it a prime location for a major urban recreational area.

Developed primarily as recreational open space, the East Bay shoreline would provide necessary relief from everyday urban life, especially for those lower-income families who are less able to travel long distances to other outdoor recreation areas. It would also provide a wide variety of recreational pursuits that are very much in demand, including water-related activities.

Nearby recreation areas which offer recreational activities such as those proposed for the East Bay shoreline are the Golden Gate National Recreation Area across the bay at the Marin Headlands, and Angel Island State Park in San Francisco Bay. However, these recreation areas are not easily accessible to those without private vehicles.





*Department of Parks and Recreation file photos.*



*Photos courtesy of Save San Francisco Bay Association.*





*Department of Parks and Recreation file photos.*



The proposed expansion of Candlestick Point State Recreation Area in San Francisco would provide recreation activities similar to the East Bay shoreline proposal, but on a smaller scale. However, it is not expected that this area would be used by residents of the East Bay area, especially by low-income groups, because of transportation costs and distance.

Annually, thousands of recreationists use the project site in its semi-developed state, despite the "keep off" signs. Additional access and facility improvements could dramatically increase use within a few years.

Existing recreational activities are all expected to continue, but will be greatly enhanced by development of basic facilities. These activities include (but are not limited to) fishing, beachcombing, clamming, birdwatching, kite flying, hiking, bicycling, jogging, dog walking, windsurfing, sailing, boating, picnicking, enjoying scenery, and simply relaxing.

### Origin of Visitors

The majority of visitors to the proposed project would most likely be drawn from the greater San Francisco Bay Area. The importance of San Francisco as a tourist city, however, would bring in potential users from the entire state and beyond.

### Development Potential

Due to the narrow shoreline, development potential in some areas is limited. Furthermore, ecological constraints limit development in areas such as the shoreline along the Emeryville Crescent and the Albany Mudflats.

The area with the most potential for a variety of developments, due to its size, is the privately owned "Meadow" (71+ acres).

Other areas large enough to accommodate development are the Brickyard (27+ acres), the parcel of land north of the "Meadow" (16+ acres), the Berkeley landfill (90+ acres) within Berkeley city limits, and the Santa Fe (12+ acres) and Albany (30+ acres) landfill sites within Albany city limits.

Some of the fill sites would require general cleanup, grading, settlement work, importation of topsoil, and other steps necessary for fill closure.

### Suitability for Deficient Recreation Activities

The proposed project would help meet some of the demand for certain types of recreational facilities in Alameda County. Table 1 below shows existing deficiencies for selected facilities and projected deficiencies. Note that these figures are based on local resident demand only.

Table 1  
Current and Projected Deficiencies of Selected Recreation  
Facilities Provided by Public Agencies\* in Alameda County

	<u>1980</u>	<u>% Deficiency</u>	<u>1990</u>	<u>% Deficiency</u>	<u>2000</u>	<u>% Deficiency</u>
Campsites (#)	70	15	100	19	120	23
Boat Access Sites (#)	130	28	180	36	230	42
Bicycle Trails (miles)	390	82	380	82	430	84
Hiking Trails (miles)	400	94	440	95	470	95

Since the deficiency of campsites above does not take into consideration potential campers coming from outside the county, and since the San Francisco Bay area is a very popular tourist attraction, this deficiency is assumed to be low. In addition, there may be a need for en route campgrounds in Alameda County. Such facilities would likely be very popular with travelers in recreational vehicles who wish to stay as close to San Francisco as possible and have an alternative to motels.

As shown in Table 1, boating facilities are also in short supply. There is currently a reported shortage of between four and five thousand slips in San Francisco Bay. The existing 1,000 berths at the Berkeley Marina are filled to capacity, with a waiting list of two years. The berths at Emeryville are also filled to capacity, with a waiting list. Boating facilities at the proposed Albany marina complex and on the northern shore of the "Meadow" would help meet the ever-increasing demand for facilities in the area.

Current and projected local demand for selected recreational activities, including those addressed above, is shown in Table 2. While the demand for some activities is higher than for others, the demand for all of the activities listed is expected to increase by the year 2000.

Table 2  
Total Demand for Selected Recreational  
Activities in Alameda County\*\*

<u>Activity</u>	<u>1980</u>	<u>2000</u>	<u>Increase</u>	<u>% Increase</u>
Bicycling	7,392,000	7,930,000	538,000	7.28
Hiking	3,858,000	4,555,000	697,000	18.07
Camping	3,514,000	3,913,000	399,000	11.35
Sailing	485,000	636,000	151,000	31.13
Power Boating	606,000	698,000	92,000	15.18
Misc. Swim & Beach	691,000	888,000	197,000	28.51
Nature Appreciation	4,592,000	5,226,000	634,000	13.81
Visiting Scenic Areas	3,780,000	4,058,000	278,000	7.35

\* These calculations assume that the private sector will meet the same proportion of recreation demand that it currently does.

\*\* Based on population and the number of annual per capita participation days (the average number of days a person spends each year engaging in a particular activity) for each activity.



Since the population of Alameda County is predicted to increase by 8.8% by the year 2000, it can be seen that demand for all but two of the activities, bicycling and visiting scenic areas, is increasing faster than the population. Again, however, note that the demand for these activities does not take into account visitors from outside Alameda County, and is, therefore, probably higher.

### Cultural Heritage Values

Numerous opportunities exist for interpretation of the shoreline's rich cultural heritage.

According to the 1899 U.S. Geological Survey maps, the area encompassed by the project proposal was once submerged land, salt marsh, or sandy beach. The contrast between the original bay shoreline and what exists today is dramatic. This rapid conversion of marsh to dry land would be a point of interest to visitors.

The first inhabitants of the area, the Costanoan Indians, lived in extensive villages near the shore. Most of their midden sites have been completely destroyed. Of those remaining, the nearest are found east of I-80 in the City of Emeryville, and west of I-80 at Point Pinole Regional Park and Brooks Island Regional Preserve. Brooks Island has the only undisturbed shell mounds left in the area. Interpretive presentations or displays would enable visitors to imagine what the area was like when the Indians were living along the bay shore.

During the early 1800s, the surrounding area was part of Rancho San Antonio, four leagues of land granted to the Peralta family. Many buildings and places throughout Oakland and Berkeley still carry this family's name and could be interpreted to enrich visitors' explorations after leaving the park site.

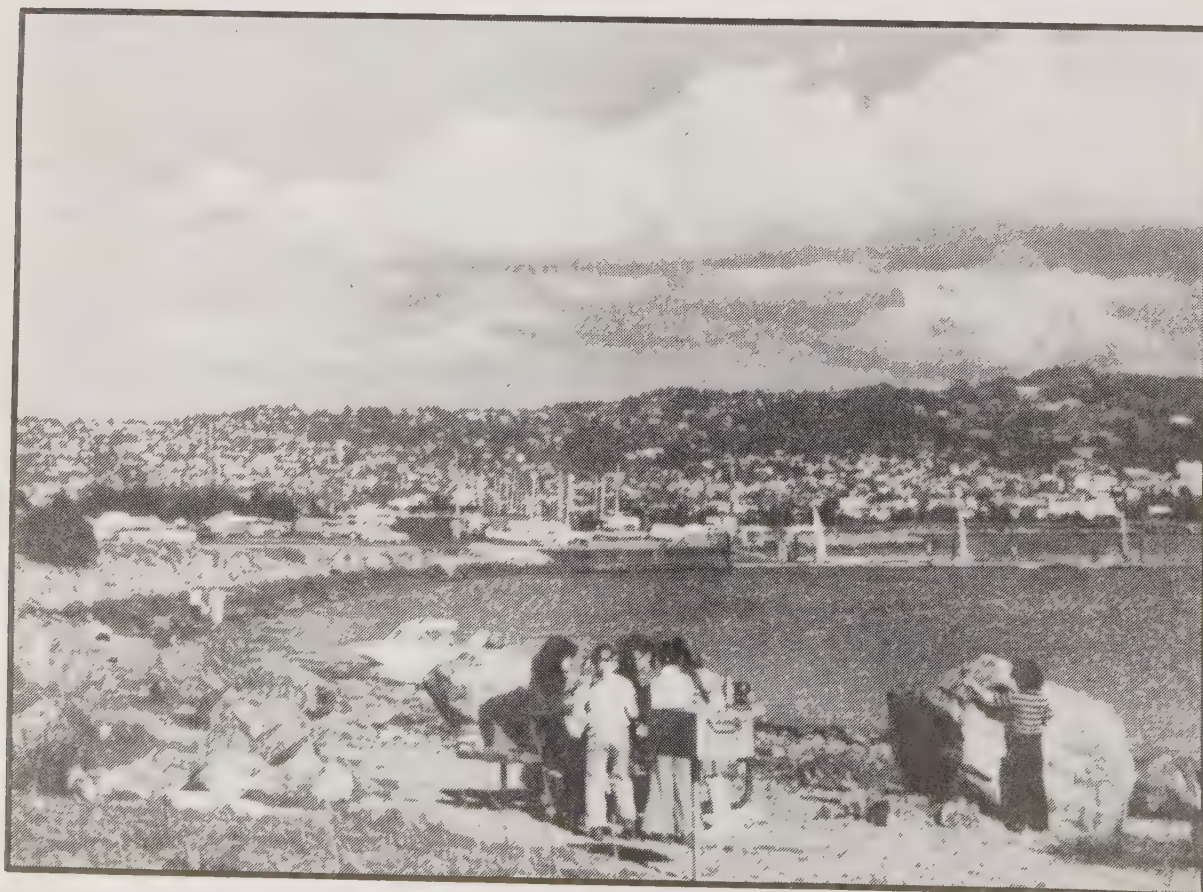
### Natural Heritage Values

The proposed project has high scenic value, with unparalleled views of San Francisco Bay, Angel Island, Mount Tamalpais, and the Golden Gate. Looking east and landward, one can see the broad expanse of the East Bay Hills.

The project site also contains significant acreage of a diminishing habitat, the bay salt marsh, where many species of birds and invertebrate animals make their home. Within the last 30 years, about 80% of the bayshore's wetlands have been lost to activities of man. There are two large marshes as well as several smaller ones along the East Bay shoreline from Emeryville to Albany. These marshes are frequented by large numbers of shorebirds and waterfowl, especially during the winter months. These same marshes are also major habitats for several rare or endangered species, including the least tern and the clapper rail.

The area also contains plant communities with possibly one rare plant species, Cordylanthus maritimus ssp. palustris (Pt. Reyes bird's beak).

Preservation of the mudflats and shallow marshes is essential to the health and productivity of the bay. These areas oxygenate the water, and provide the base of the food chain on which larger organisms and fish depend.



*Photos courtesy of Save San Francisco Bay Association.*



Other preserved areas of a similar nature are found at Brooks Island Regional Preserve (not yet open to the public) and Point Pinole Regional Park, located several miles north of the East Bay shoreline; China Camp State Park, Point Reyes Seashore, and Tomales Bay State Park in Marin County; and Candlestick Point State Recreation Area in San Francisco.

### Assessment of Responsibilities

Neither local cities nor the East Bay Regional Park District have sufficient funds to acquire and develop these lands. Only a small portion of their state and federal grant funds have been available for bayshore projects. The State Coastal Conservancy has only limited grant funds for coastal wetlands acquisition and shoreline access and development. Therefore, it appears appropriate that the department should use its fiscal resources to help protect all or a portion of the area for the public.

Acquisition and management of the marshes appears to be the responsibility of the State Department of Fish and Game and the U.S. Fish and Wildlife Service. Preservation and management of these wildlife areas may require the specialized expertise of these agencies.

### Special Considerations

#### Urgency

Since the Bay Conservation and Development Commission (BCDC) has obtained a moratorium on further filling activities in the bay, future loss of bay wetlands has been halted. Without acquisition and proper management of the shoreline, however, public access and enjoyment will be limited, and valuable wildlife habitat may be lost or damaged. BCDC has permit power over bay fill, and for bay access within 100 feet of the shoreline. Public access can be required only at the time of permission for development, and is often less than a 25-foot access path. Therefore, private development would preclude significant public use and benefit.

#### Extraordinary Costs

Because of their large acreage and suitability for development, certain areas in the proposed project are quite valuable. Other landfill sites which are not as ready for development are valued at considerably less because of the high cost of preparing the sites for construction. These sites -- the Berkeley and Albany fills -- together would require about 560,000 cubic yards of soil for proper closure, at a total estimated cost of \$5 million.

#### Possible Cooperative Arrangements (with other agencies)

Berkeley and Albany own undeveloped landfill sites which have potential for recreation development.

The Albany landfill site has been closed since 1975. However, lack of funds has prevented development. The City of Albany has indicated that it is willing to transfer the title to the state if the department would develop a park and, if possible, a marina. The city would also continue to seek funding for furtherance of this project.

The City of Berkeley has also indicated that department involvement in further development of a city park, North Waterfront Park, might be welcome to assure its early completion. The city has been developing the landfill in phases. Ten acres was opened for public use in August 1981. Another portion is closed and awaiting fill settlement. The northeast side still has at least one more year of filling.

#### Scheduling Requirements

Scheduling of acquisition would be based on the availability of department funds, the willingness of owners to sell, and the availability of funds from other federal and state agencies and private foundation sources.

#### Endorsements

The proposed East Bay shoreline project has received support from a broad spectrum of governmental agencies and citizen organizations.



### III. RECOMMENDATIONS

#### Purpose

Establishment of a unit of the State Park System on the East Bay shoreline would:

- o provide a large, high-quality outdoor recreation area easily accessible to urban residents of the Bay Area, regardless of income, and tourists visiting the region.
- o satisfy a significant part of the growing demand for both water and non-water related recreation activities in the state's second largest metropolitan complex.
- o preserve a significant segment of the San Francisco Bay shoreline, with its distinctive natural ecosystems, for public education and enjoyment.

#### Proposed Acquisition

There is a strong public sentiment in the East Bay Area that all of the undeveloped bay fill lands between the Bay Bridge and the Contra Costa County line be in public ownership and managed for open space and recreation purposes. It should be noted, however, that alternatives could be considered to meet the needs of both local jurisdictions and the state. For example, portions of areas discussed in the following pages could be excluded from acquisition so that compatible private development could generate revenue for a particular jurisdiction. Also, purchase and lease-back arrangements could be made with the owners to meet the same need. Finally, because state funds are not sufficient and because the department cannot enter into long-term land purchase agreements, an alternative would be to have a private nonprofit entity secure an option on all or a major portion of the undeveloped Santa Fe lands.

#### Privately Owned Undeveloped Areas

- o The Brickyard: It is proposed that available 1980 Parkland Bond Act and State Park and Recreation Fund monies be used to purchase the 27+ acre Brickyard area just south of University Avenue. This site has excellent freeway and bus access, offers outstanding views of the bay, and has a beach developing naturally in a secluded cove. It has sufficient flat land to develop parking, picnic facilities, and a visitor orientation/interpretation center. The parking area might also be suitable for an interim en route camping area until a more appropriate overnight facility can be established elsewhere. This property has about 5,000 feet of bay frontage.

Of equal importance and enhancing the values of the Brickyard are the Ashby Spit, the narrow strip of bayfront lands along University Avenue between the Brickyard and the Berkeley sailing basin, Strawberry Beach (the shoreline between the Brickyard and the Ashby Spit), and the shoreline strip between the spit and the Emeryville landfill. These properties should be considered for inclusion in the initial purchase. This acquisition would protect open space areas already in use by fishermen, clam diggers, and bicyclists. It would also help preclude

possible incompatible land uses adjacent to proposed park facilities. These properties cover about 18 acres, and have about 9,500 feet of bay frontage.

- o Santa Fe "Meadow": This 71+ acre bay fill site, at the northwest corner of the Interstate 80 frontage road and University Avenue, has about 1,750 feet of bay frontage, and could be developed for a variety of recreation uses, including a state conference grounds. Because of the property's potential for development, which could be incompatible with proposed park uses, it would be desirable to place it in public ownership. Numerous development and operation alternatives would be possible if the state were to acquire this property. The state, for example, could build the conference grounds and allow a private concessionaire or nonprofit organization to assume the responsibility of operation. Such a facility could also be developed with private capital according to state guidelines. However, if any of the property were retained in private ownership, it would be highly desirable for development to be compatible with other recreation-oriented, visitor-serving facilities.

The area just north of the "Meadow" (16+ acres) could be developed for parking and dispersed day-use recreation. In addition, Cordonices Cove could be used for rowing and other boating activities requiring sheltered water.

#### Publicly Owned Bay Fill Sites

- o Berkeley Landfill\*: If the City of Berkeley would be willing to transfer its undeveloped "North Waterfront Park" fill lands to the state, this site would be suitable for development of a 50 to 100-unit campground in a location sheltered from the prevailing wind and sufficiently removed from freeway noise. The campground would require a maximum of 25 acres, and would leave ample open space for dispersed recreation use. This property covers about 90 acres, and has about 8,000 feet of bay frontage.
- o Albany Landfill\*: The City of Albany has indicated that it would be willing to make its leased bay fill lands available for State Park System purposes, if the state would agree to develop these lands in furtherance of the city's approved plan. The city's plan calls for a variety of developments, including a marina with 490 berths, commercial shops and restaurants, and recreation, park, and fishing facilities.

#### Continuing Acquisition

- o Private Lands on the Albany Peninsula: If the department proceeds with development of the Albany city lands, it would also be desirable to purchase portions of the adjoining privately held undeveloped bay fill lands, which could be developed with day-use facilities. These properties encompass about 10 acres and, including the adjacent stretches of shoreline, have about 7,000 feet of bay frontage.

\*It is assumed that the Berkeley and Albany dump sites would be leased to the state at no cost, in consideration of the fact that the state would assume development and operation obligations.



- o Golden Gate Fields: The department should enter into discussions with the Pacific Racing Association leading to possible future non-racing-season use of portions of the Golden Gate Fields property for public recreation purposes. The undeveloped portion of land between the racetrack and the Santa Fe "Meadow" could be used as a parking area by visitors to the East Bay shoreline. The small beach and fishing pier in the vicinity of Fleming Point and the shoreline south of Gilman Street have existing parking areas which, with installation of sanitary facilities, could provide for substantial future public use. It also might be possible to develop a major new beach on the shoreline south of Gilman Street. Studies need to be made to determine if this would be feasible. The combined bay frontage of the above areas is about 5,000 feet.

In addition, it might be possible to use the parking area along the northwestern edge of the racetrack as an en route campground for self-contained recreational vehicles during the non-racing season.

Purchase of a trail easement would insure public access to the shore north of the racetrack. Acquisition of the shoreline strip to the west would contribute to creation of a shoreline trail corridor linking the Albany peninsula with the Santa Fe "Meadow" area. Ultimately, it would be desirable for this proposed shoreline trail to reach all the way to the Emeryville fill, to provide maximum public access to the shore.

- o Emeryville Landfill Southern Shoreline Strip: This narrow shoreline strip could be developed with a trail for pedestrians and bicyclists.

#### Wildlife Habitat Areas

The Department of Fish and Game and the U.S. Fish and Wildlife Service should acquire the major wildlife habitat areas at the Emeryville Crescent and the Albany Mudflats as an addition to the San Francisco Bay Wildlife Refuge program. These areas should be placed in public ownership but, since restriction or exclusion of the public may be necessary for their preservation, the agencies mentioned may be more able to provide proper management.

#### Land Use and Development

Development of a major recreation complex on the East Bay shoreline would be a long-term process. It might take decades to achieve the area's full potential.

(See Appendix A - Land Use and Facilities Study.)

#### Interim Facilities

Present heavy public use on private property is by trespass. With state ownership, use can continue legally until permanent facilities are approved by the State Park and Recreation Commission. Preparation of a general plan requires extensive resource inventories, citizen involvement in evaluating alternatives, and formal public hearings. However, it should be possible to install needed interim public use facilities that would not substantially modify the environment. Temporary parking, picnicking, and orientation/interpretation facilities should be installed in the Brickyard area as soon as it is acquired.

## Initial Permanent Facilities

If approved in the general plan, permanent facilities at the Brickyard could include at least 50 parking spaces, 20 picnic units, walkways to and along the shore, a segment of the shoreline bike trail, and a visitors center to orient users to the region's bay-related recreation opportunities. The visitors center could also contain exhibits explaining the bay's ecosystems and local history, and would serve as the staging area for environmental education tours to other portions of the East Bay shoreline. A sound barrier might be desirable to reduce freeway noise. Any development of the Brickyard should be sensitive to protecting the area's outstanding views of the bay and the East Bay Hills, as well as the shorebird and waterfowl habitat along the shore. Interim use of the parking area as a temporary en route campground, until a permanent campground can be established elsewhere, may be desirable.

The strip of land south of University Avenue, between the Brickyard and the Berkeley sailing basin, could be developed concurrently with the Brickyard facilities or immediately after. This area could have parking (at least 30 spaces), a pedestrian/biking trail, and beach access. Use of low ground covers, incorporating native plants whenever possible, could protect the view of the bay from University Avenue.

The Ashby Spit could be developed for passive day-use recreation, with about 12 parking spaces for clam diggers, fishermen, walkers, and beach users.

The shoreline between University and Ashby Avenues could be developed with a bikeway and several small parking areas (totaling about 30 spaces). This may require elimination of one of the three lanes of the frontage road.

## Continuing Development

- o Berkeley Landfill: If the City of Berkeley should transfer jurisdiction of all or a portion of its undeveloped bay fill lands to the state, the site would be the preferred location for a public campground. This location is well removed from Interstate 80, and is sheltered from the wind by a manmade hill. The campground should have a minimum of 50 sites, and would be expandable to 100 sites. The campground would require no more than 25 acres, leaving the remainder of the property available for dispersed recreation pursuits. Existing parking areas would probably be sufficient for day-use visitors. Landscaping, informal playfields (meadows), trails, picnicking facilities (about 12 sites), and sanitary facilities would be the major requirements.

About 15 acres of group camping (including a buffer area), for one to four groups of 25 each, could also be provided. Such facilities would provide what is called a "threshold camping experience," or an introduction to camping, for urban residents.

Before the area can be developed for public use, the former dump site must be graded and sealed with an envelope of topsoil. The cost of topsoil varies greatly with the amount of construction in surrounding communities.



The City of Berkeley should remain responsible for monitoring the site and correcting any environmental problems which may result from buried waste.

- o The Albany Peninsula: The city's approved development calls for:

Marina:

- harbormaster's office
- yacht club
- 492 boat berths
- courtesy docks
- fuel and service dock
- two-lane launching ramp
- boat sales facility

Park: (a minimum of structures; no organized playing fields or surfaced game courts)

- picnic tables
- lookout shelter on the highest point
- lagoon

Commercial:

- 3 restaurants
- 2 coffee shops
- chandlery
- specialty shops (15,000 sq. ft. retail sales)

Other:

- restrooms
- parking
- separate paths for pedestrians and bicyclists
- fishing areas
- wildlife area

This property covers about 30 acres, and has about 5,500 feet of bay frontage.

Before the site can be used for any purpose, however, it must be shaped, compacted, graded, and sealed with two feet of clean topsoil. The cost of preparation would depend on the supply and price of topsoil.

Responsibility for site preparation will depend on the outcome of litigation with the dump operator. The city has indicated that it would appreciate state assistance if the dump operator cannot be held liable for the full cost.

Landscaping, day-use facilities, roads, trails, and utilities would be this department's responsibility. The Department of Boating and Waterways would have financial and design responsibility for boating facilities, including harbor and boat ramp construction. With legislative authorization, it may be possible to finance the marina with a loan from the Harbors and Watercraft Revolving Fund. While the marina docks and restaurants might be developed by the state or with concessionaire capital, the breakwater, harbor basin, and entrance channels would undoubtedly have to be state-financed. Before the marina or commercial

facilities are developed by the state, however, a thorough financial feasibility analysis should be completed. The city has indicated an interest in seeking grant funds or loans to help assure early completion of the project.

Adjoining private lands on the peninsula would be primarily valuable for open space and dispersed recreation. This would require only landscaping and trail development, although there are sections suitable for meeting future parking needs.

- o Golden Gate Fields: If seasonal use of portions of the Golden Gate Fields property can be arranged (see "Continued Acquisition"), minor parking lot improvements, fencing, and portable toilets will be needed. In addition, the Fleming Point fishing pier would need to be rehabilitated.
- o Santa Fe "Meadows: The open fields north of University Avenue could be used for a variety of purposes such as those described below:
  - Informal playfields.
  - A small boating center along the northern shoreline, with guest slips, rentals, and facilities for small watercraft (sailing, rowing, paddle and sail-boarding).
  - A hostel complex with a capacity for 30-100 overnight visitors.
  - A conference center with seating capacity for 3,000 people and overnight accommodations for 700, clustered in small units. Such a center would be low-profile in nature, and would retain ample open space, especially along the shoreline.
- o Beach Areas: There may be a potential to restore beach areas along the shoreline. Areas of interest include Strawberry and Cordonices beaches. Extensive studies regarding the feasibility of such restoration should be undertaken by the State Department of Boating and Waterways and the U.S. Army Corps of Engineers, as well as other experts.
- o Aquatic Park: Provisions could be made to provide pedestrian access to nearby Aquatic Park.

### Development Costs

Development costs would be spread over many years. Actual scheduling of capital improvement funds would be determined by 1) when lands are acquired, 2) when a general plan can be formulated, 3) when sites can be proposed, 4) when funds are available, and 5) when appropriate demand develops. Estimated capital improvement costs by site are shown in Appendix D.

### Operations

A unit of the State Park System can be operated either by the state or a local agency. At this time, none of the affected cities nor the East Bay Regional Park District appear financially able to operate the proposed unit. Therefore, the state will likely take full responsibility for all operations including public contact, fee collection, enforcement, interpretation, and maintenance.



Specialized facilities might be constructed and/or operated by concessionaires, cooperating associations, nonprofit organizations, or local jurisdictions.

### Initial Operations

Operation of proposed interim facilities at the Brickyard would require about 5 person-years of full-time staff and 3 person-months of temporary help for visitor services, enforcement, and maintenance. The first year's cost would be:\*

Staff		TOTAL	\$167,538
Equipment (one-time costs)		TOTAL	145,200
Operations			
General Expense	4,794		
Reprographics	300		
Communications	2,995		
Transportation	27,790		
Facilities Management	12,878		
Other	1,350		
		TOTAL	\$ 50,107
		GRAND TOTAL	\$ 362,845

### Expanded Operations

Ultimate operational requirements will depend on the facilities which are developed on the lands acquired. The following estimate is based on proposed ultimate developments, excluding the above.

Staff		TOTAL	\$421,349
Equipment (one-time costs)		TOTAL	158,109
Operations			
General Expense	7,794		
Reprographics	360		
Communications	3,610		
Transportation	26,270		
Facilities Management	33,902		
Other	4,200		
		TOTAL	\$ 76,136
		GRAND TOTAL	\$ 655,594

TOTAL PROJECT OPERATIONS COST	\$1,018,439
ONE-TIME COSTS	-303,309
ANNUAL OPERATIONS COSTS	<u>\$ 715,130</u>

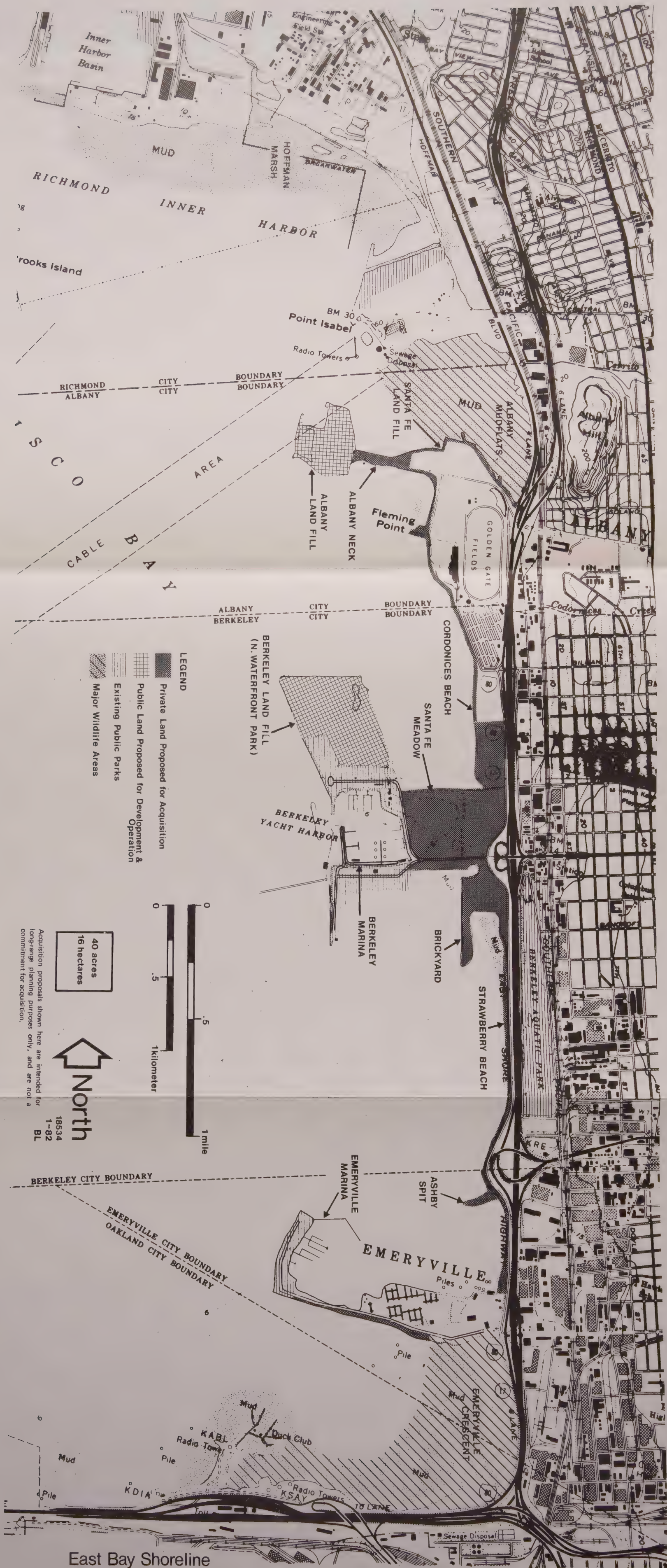
\*Note: All costs are in 1981-82 dollars.

APPENDIX A

PROPOSED PROJECT MAPS

Zone of Interest Study  
Land Use and Facilities Study





East Bay Shoreline

# ZONE OF INTEREST STUDY





East Bay Shoreline

# LAND USE & FACILITIES STUDY









# East Bay Shoreline LAND USE & FACILITIES STUDY





APPENDIX B  
EAST BAY SHORELINE BIRD INVENTORY

AQUATIC SPECIES

Commonly Seen	Occasionally Seen	Rarely Seen
Common loon	Red-necked grebe	Ashy petrel
Arctic loon	Pelagic cormorant	White pelican
Red-throated loon	Black brant	White-fronted goose
Western grebe	Shoveler	Canada goose
Horned grebe	Redhead	Cinnamon teal
Eared grebe	Great blue heron	Green-winged teal
Pied-billed grebe	Green heron	Barrow's goldeneye
Brown pelican	Snowy plover	Common scoter
Double-crested cormorant	Semipalmated plover	Virginia rail
Mallard	Long-billed curlew	Sora rail
Pintail	Spotted sandpiper	Clapper rail
Canvasback	Greater yellowlegs	Black-necked stilt
Greater scaup	Knot	Black tern
Lesser scaup	Sanderling	Common murre
Common goldeneye	Glaucous-winged gull	Least tern
Bufflehead	Heermann's gull	Arctic tern
White-winged scoter		
Surf scoter	LAND SPECIES SEEN IN MARINA AREA:	
Ruddy duck	Burrowing owls*	White-crowned sparrow
Common merganser	House sparrow	House finch
Red-breasted merganser	Red-winged blackbird	Brewer's blackbird
Common egret	Starling	Meadowlark
Snowy egret	Horned lark	Barn swallow
Black-crowned night heron	Rock dove	Mourning dove
American coot	Short-eared owls*	Barn owls*
American avocet		
Black-bellied plover	THE FOLLOWING SPECIES ARE LISTED IN A PUBLICATION	
Killdeer	BY THE BERKELEY MARINA:	
Marbled godwit	American bittern	Red-tailed hawk
Willet	Least bittern**	Marsh hawk
Ruddy turnstone	Whistling swan**	Red phalarope**
Dunlin	Yellow-breasted chat	Wilson's phalarope
Least sandpiper	Wilson's plover	Sparrow hawk
Western sandpiper	Wilson's snipe	Pheasant
Northern phalarope	Oldsquaw	Sandhill crane
Western gull	Blue-winged teal	Purple gallinule**
Herring gull	Anna's hummingbird	American oyster-catcher
California gull	Widgeon	Whimbrel
Ring-billed gull	Wood duck	Dowitcher
Mew gull	Turkey vulture	Black guillemot**
Bonaparte's gull	White-tailed kite	Goldfinch
Forster's tern	Short-shinned hawk	Belted kingfisher
Caspian tern	Cooper's hawk	Long-billed marsh wren

\*The presence of owls in the marina area is mentioned in an Environmental Impact Report submitted to the City of Berkeley on the Park Marina Shopping Center Development Project in 1971. The ecological consultant for the EIR was David A. Mullen, Ph.D. Mullen notes that the owls rely on rats, mice, and insects in the dump areas as a source of food.

\*\*David Smith, Research Director at the International Bird Rescue Center, seriously doubts that the least bittern, whistling swan, Wilson's plover, and red phalarope have been spotted in recent years and guarantees that purple gallinules and black guillemots have never been seen in Berkeley.

APPENDIX C  
STATE CENSUS DATA

From: Department of Finance Report #81 P-1

ALAMEDA COUNTY

As of July 1, 1980	1,105,400
July 1, 1981 (projected)	1,125,200
July 1, 1990 (projected)	1,152,900

CITY OF ALBANY

As of July 1, 1980 - Total	15,130
White	11,413
Black	871
American Indian	81
Asian-Pacific Islander	1,884
Other	881

CITY OF BERKELEY

As of July 1, 1980 - Total	103,328
White	68,198
Black	20,770
American Indian	445
Asian-Pacific Islander	9,897
Other	4,018

CITY OF EMERYVILLE

As of July 1, 1980 - Total	3,763
White	2,119
Black	1,095
American Indian	4
Asian-Pacific Islander	307
Other	238

CITY OF OAKLAND

As of July 1, 1980 - Total	339,288
White	109,690
Black	159,234
American Indian	2,199
Asian-Pacific Islander	26,341
Other	21,824

\*Neighboring counties of Contra Costa, 657,252; San Francisco, 678,974 - as of July 1, 1980.



APPENDIX D  
SUMMARY OF ESTIMATES FOR PROPOSED PERMANENT DEVELOPMENTS\*

<u>I. Brickyard</u>	
Site preparation (grading and fill)	
Day-use facilities with tables and stoves	
Orientation/interpretation facilities	
Utilities	
Parking	
Trails and planting	1,300,000
<u>University Avenue Strip</u>	
Site preparation (grading and fill)	
Day-use facilities	
Utilities	
Parking	
Trails and planting	200,000
<u>Berkeley City Landfill</u>	
Site preparation (includes closure)	
Day-use facilities with tables and stoves	
Campground (100 units)	
Group camps (4)	
Campfire center	
Utilities	
Playfields	
Pedestrian and bicycle paths	
Landscaping (with irrigation)	6,813,500
<u>II. Ashby Spit</u>	
Site preparation	
Day-use facilities	
Trails and planting	130,000
<u>Brickyard to Ashby Spit Strip</u>	
Site preparation	
Parking	
Pedestrian and bicycle paths	120,000
<u>III. Santa Fe Meadow</u>	
Site preparation	
Asilomar-type conference grounds	
dormitory rooms (700 beds) w/bathroom facilities	
meeting rooms	
kitchen and dining areas	
laundry facilities	
parking	
corporation yard	
utilities	
landscaping (with irrigation)	
Playfields	

\*Costs for permanent development would be phased over time, and would depend on an approved general plan.

Boating center	
floating docks (20-30 slips)	
dry boat storage shed	
office/restrooms	
rental boats (30)	
Hostel (75 beds)	
parking	
utilities	
landscaping	
Pedestrian and bicycle paths	
Landscaping (with irrigation)	37,030,000

IV. Albany City Landfill

Site preparation (includes closure)	
Dredging	
Breakwater	
Levee repair	
Harbor flushing system	
Marine fueling facility	
Harbormaster's building	
492-berth marina	
Pier, ramp, floats, and gangways	
Utilities	
Roads and parking	
Pedestrian and bicycle paths	
Restrooms	
Landscaping	10,803,500

Albany Neck

Site preparation	
Day-use facilities with tables and stoves	
Trails and planting	
Portable toilets (seasonal en route camping)	
Portable kiosk (seasonal en route camping)	416,000

TOTAL	\$56,813,000
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APPENDIX E  
PUBLIC MEETINGS AND WORKSHOPS

- o August 13, 1981  
Meeting with representatives of various interest groups, sponsored by the State Coastal Conservancy to develop a coordinated plan for the proposed East Bay Shoreline park.
- o August 29, 1981  
All-day public workshop with representatives of various interest groups, involved cities, and interested citizens.
- o September 17, 1981  
Public meeting sponsored by Caltrans concerning Interstate 80 between the San Francisco-Oakland Bay Bridge and the Carquinez Bridge.
- o October 29, 1981  
Second public workshop with representatives of various groups, involved cities, and interested citizens, sponsored by the State Coastal Conservancy and the CHNMB consultants.
- o December 16, 1981  
Third public workshop with involved cities, representatives of various conservation groups, and interested individuals, sponsored by the State Coastal Conservancy and CHNMB consultants.
- o March 18, 1982  
Community workshop wrap-up meeting sponsored by the State Coastal Conservancy and CHNMB Associates.
- o April 28, 1982  
Public meeting sponsored by the State Department of Parks and Recreation to present staff recommendations and receive public comment.
- o August 11 and 26, September 24, 1982  
Public information meetings sponsored by Caltrans dealing with preliminary studies for operational improvements to Interstate 80 between the San Francisco-Oakland Bay Bridge and the Carquinez Bridge, and to Interstate 80 between Buchanan Avenue in Albany and Central Avenue in Richmond.
- o October 28, 1982  
Public hearing held by the State Lands Commission to consider staff recommendations on portions of the Albany Baylands in Alameda County.
- o November 9, 1982  
Public hearing sponsored by Caltrans on proposed Interstate 80 improvements.

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